

Message Text

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PAGE 01 REYKJA 00583 01 OF 04 281542Z
ACTION EUR-12

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P 281217Z APR 78
FM AMEMBASSY REYKJAVIK
TO SECSTATE WASHDC PRIORITY 8353

UNCLAS SECTION 1 OF 4 REYKJAVIK 0583

FOR DIRECTOR EUR/EX ONLY

E.O. 11652: N/A
TAGS: OGEN, IC
SUBJECT: FY 1980 GOALS/OBJECTIVES AND RESOURCE MANAGEMENT
(GORM) PROCESS

REF: STATE 063477

I. STATE GORM SUBMISSIONS
FORM ZBB-2 ZERO-BASE BUDGETING

PERSONNEL RESOURCE WORKSHEET

FY-1978 PACKAGE I PACKAGE III

AMER. AMER. AMER. AMER. AMER. AMER.
FUNCTION OFF. STAFF FSL OFF. STAFF FSL OFF. STAFF FSL

EXEC	2	2	0	2	2	0	2	2	0
POL/LABOR#	1	0	1	1	0	2	1	0	1
E/C#	1	0	2	0	0	0	1	0	2
CONS	1	0	1	1	0	1	1	0	1
ADMIN	1	2##	6	1	2##	6	1	2##	6
TOTAL	6	4	10	5	4	9	6	4	10

UNDER PACKAGE I POL/LAB AND E/C SECTIONS WOULD BE COMBINED
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INCLUDES C & R

FORM ZBB-2
(1) DECISION UNIT: ICELAND
(2) PACKAGE I OF II
(3) ACTIVITY DESCRIPTION:
WITH 90 PERCENT OF OUR CURRENT PERSONNEL LEVEL, THE

EMBASSY COULD CONTINUE TO CARRY OUT OUR TWO AGREED MAJOR GOALS IN ICELAND. SOME CUTBACKS, HOWEVER, WOULD BE NECESSARY IN CERTAIN KEY SUBSECTORS OF THOSE GOALS. ALL ESSENTIAL EMBASSY ACTIVITIES COULD BE MAINTAINED BUT CERTAIN SERVICES, ESPECIALLY IN THE COMMERCIAL FIELD, WOULD HAVE TO BE CURTAILED. SINCE THE EMBASSY IS ALREADY AUSTERELY STAFFED, WITH SIX OFFICERS (AMBASSADOR, DCM, AND FOUR SECTION HEADS), FOUR STAFF PERSONNEL, SIX MEMBER MARINE SECURITY GUARD, AND TEN FSL'S) A REDUCTION IN PERSONNEL COULD ONLY BE ACHIEVED BY COMBINING THE POLITICAL AND ECONOMIC SECTIONS TO ELIMINATE ONE OFFICER AND ONE FSL SLOT.

AT THE 90 PERCENT LEVEL THE FOUR-MEMBER EXECUTIVE OFFICE STAFF (TWO OFFICERS AND TWO STAFF) WOULD CONTINUE TO PROVIDE OVERALL MANAGERIAL GUIDANCE FOR THE MISSION; TO COORDINATE POLICY FORMULATION IN SUPPORT OF BOTH MAJOR US GOALS AND TASKS IN ICELAND; AND TO MAINTAIN KEY CONTACTS WITH THE ICELANDIC GOVERNMENT AT THE MINISTERIAL AND SUB-MINISTERIAL LEVEL. IN ADDITION THE DCM WOULD BE REQUIRED TO ASSUME ADDITIONAL POLITICAL/ECONOMIC REPORTING AND REPRESENTATIONAL ACTIVITIES.

AT THE 90 PERCENT LEVEL, THE POLITICAL SECTION (ONE OFFICER AND ONE FSL) AND THE ECONOMIC SECTION (ONE OFFICER AND TWO FSL'S) WOULD HAVE TO BE COMBINED INTO A
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JOINT POLITICAL/ECONOMIC SECTION WITH ONE OFFICER AND TWO FSL'S. GIVEN THE NATURE OF OUR RELATIONS WITH ICELAND AS REFLECTED IN OUR AGREED GOALS, THE COMBINED SECTION WOULD CONCENTRATE ON POLITICAL AND LABOR DEVELOPMENTS AND COVER ONLY THOSE ECONOMIC DEVELOPMENTS OF MAJOR SIGNIFICANCE TO OUR GOALS. TRADE PROMOTION ACTIVITIES WOULD BE HELD TO A MINIMUM Owing TO THE OUT OF OFFICE TIME THEY REQUIRE, CERP REPORTING REQUIREMENTS CURTAILED AND MOST ECONOMIC ALERT REPORTING DISCONTINUED. CONSISTENT WITH OUR MAJOR OBJECTIVES, BIOGRAPHIC REPORTING WOULD BE RETAINED AT CURRENT LEVELS. THERE WOULD BE SOME DROP IN REPRESENTATIONAL ACTIVITIES ORIENTED SPECIFICALLY TO THE ECONOMIC/COMMERCIAL FIELD.

THE CONSULAR SECTION (ONE OFFICER, ONE FSL, AND ONE PIT EMPLOYEE) CANNOT BE REDUCED. THE STAFFING OF THIS SECTION, WITH THE EXCEPTION OF A PIT EMPLOYEE ADDED THIS YEAR, HAS REMAINED CONSTANT FOR THE PAST TWENTY YEARS DESPITE A FIVE-FOLD INCREASE IN WORKLOAD. THE SECTION COULD NOT CONTINUE TO KEEP UP WITH THE GROWING NUMBER OF PASSPORT AND VISA APPLICATIONS AND THE INCREASED DEMAND FOR OTHER CONSULAR SERVICES IF ANY CUTS WERE TO BE MADE.

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FM AMEMBASSY REYKJAVIK

TO SECSTATE WASHDC PRIORITY 8354

UNCLAS SECTION 2 OF 4 REYKJAVIK 0583

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ESSENTIAL ADMINISTRATIVE SUPPORT (B&F, SECURITY, C&R,
ENERAL SERVICES, ETC.) FOR THE EMBASSY, ICA, AND THE
MARINE SECURITY GUARD COULD NOT BE PROVIDED IF ANY REDUCTION
WERE MADE IN THE SMALL STAFF (ONE ADMIN. OFFICER, TWO STAFF,
AND SIX FSL'S) AVAILABLE FOR THAT PURPOSE. ONE OF THE TWO
STAFF MEMBERS IS THE EMBASSY'S SOLE COMMUNICATIONS OFFICER;
THE OTHER IS A SECRETARY WHO PROVIDES BACKUP C&R SUPPORT.
THE SECTION DOES NOT HAVE AN FSL SECRETARY.

(4) RESOURCE REQUIREMENTS

THIS CUMULATIVE

FY 1978 FY 1979 PKG. ONLY FY 1980

US OFFICERS	6	6	5	5
US STAFF	4	4	4	4
FSL'S	10	10	9	9
TOTALS	20	20	18	18

(5) IMPACT ON CURRENT US POLICY GOALS, OBJECTIVES AND ESSENTIAL
ACTIVITIES. (REFERENCE: STATE 295574 DATED 12/10/77 AS

MODIFIED BY REYKJAVIK 0014 DATED 1/4/78 AND STATE 33821
DATED 2/8/78)

WITH ITS NEW STAFFING PATTERN, THE EMBASSY COULD CONTINUE
TO SUPPORT BOTH SUBSECTIONS O GOAL I AND REDUCE ONLY
SLIGHTLY ITS EFFORTS IN SUPPORT OF SUBSECTIONS AN AND D

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UNDER GOAL II. THE REDUCTION OF ONE OFFICER AND ONE FSL POSITION AS A RESULT OF MERGING THE POLITICAL AND ECONOMIC SECTIONS WOULD GREATLY REDUCE OUR ABILITY TO SUPPORT SUBSECTION C AND TO A LESSER EXTENT SUBMSECTION B OF GOAL II.

TRADE PROMOTION WOULD BE CUT BACK BY AT LEAST HALF AND CONTACTS BETWEEN THE POLITICAL OFFICER AND KEY FOREIGN MINISTRY AND BASE PERSONNEL WOULD HAVE TO BE ASSIGNED TO THE DCM. THE LOSS OF THE FULL TIME SERVICES OF AN FSL SECRETARY WOULD MEAN ASSIGNING ADDITIONAL DUTIES TO ALREADY BUSY AMERICAN SECRETARIES WITH SOME LOSS OF EFFICIENCY.

THE EXISTING STAFFING PATTERN OF ONE OFFICER IN EACH SECTION ALLOWS US TO MEET FULLY THE US GOALS, OBJECTIVES, AND ESSENTIAL ACTIVITIES WITH SOME MODEST OVERLAP AVAILABLE TO MEET SPECIAL, SHORT-TERM REQUIREMENTS WHICH MAY DEVELOP IN CONSULAR AND COMMERCIAL ACTIVITIES. CONSEQUENTLY, A 10 PERCENT CUT IN THE EMBASSY STAFF WOULD BE QUITE SEVERE. IT WOULD AT A MINIMUM LEAD TO REDUCED ATTENTION BEING GIVEN TO CERTAIN AREAS IDENTIFIED AS BASIC TO US GOALS IN ICELAND. UNDER A REDUCED STAFFING PATTERN THE ABSENCE OF ANY ONE OFFICER ON ANNUAL OR SICK LEAVE WOULD SHARPLY AND ADVERSELY AFFECT THE MISSION'S EFFICIENCY AND STAFF MORALE.

(1) DECISION UNIT: ICELAND
:(2) PACKAGE II OF III (NOT APPLICABLE TO THIS POST.)

FORM ZBB-3

(1) DECISION UNIT: ICELAND
(2) PACKAGE III OF III
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(3) ACTIVITY DESCRIPTION:

WITH 100 PERCENT OF CURRENT STAFF LEVELS, THE EMBASSY WOULD BE ABLE TO CONTINUE TO PROVIDE FULL SUPPORT TO OUR TWO BASIC GOALS AND THEIR RESPECTIVE SUBSECTIONS (REF STATE 295574 DATED 12/10/77, REYKJAVIK 0014 DATED 1/4/78 AND STATE 33821 DATED 2/8/78)

(4) RESOURCE REQUIREMENTS

THIS CUMULATIVE

FY 1978 FY 1979 PKG. ONLY FY 1980

US OFFICERS	6	6	1	6
US STAFF	4	4	0	4
FSL'S	10	10	1	10
TOTALS	20	20	2	20

(5) AT CURRENT STAFF LEVELS THE EMBASSY CAN HANDLE ALL ASPECTS OF ITS WORKLOAD. IT CAN ALSO ABSORB MODEST SHORT-TERM INCREASES IN REQUIREMENTS AND CONSULAR AND COMMERCIAL ACTIVITIES. MAJOR AD HOC REPORTING AND THE INFUX OF HIGH LEVEL VISITORS FREQUENTLY REQUIRES CONSIDERABLE OVERTIME SERVICES BY OFFICER, STAFF, AND FSL PERSONNEL. TO DATE, XISTING RESOURCES HAVE KEPT THIS PROBLEM MANAGEABLE.

BUDGET NARRATIVE

THE AUSTERITY OF THE EMBASSY'S STAFFING PATTERN IS MATCHED BY THE AUSTERITY OF ITS BUDGETJN OUR CURRENT LEVEL OF FUNDING ADEQUATELY REFLECTS THE NEEDS OF A SMALL BUT BUSY POST

THE GREATEST NON-SALARY PORTION OF OUR BUDGET GOES TO THE PAYMENT OF VARIOUS TYPES OF EMPLOYEE ALLOWANCES FOLLOWED BY EXPENSES FOR THE MAINTENANCE AND REPAIR OF EMBASSY BUILDINGS, MACHINES, VEHICLES, AND FOR TRAVEL.

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ALLOWANCES AND TRAVEL COULD NOT BE CUT BACK WITHOUT SEVERE CONSEQUENCES FOR EMPLOYEE MORALE. IF HOUSING ALLOWANCES WERE REDUCED, EMPLOYEES COMING TO ICELAND WOULD HAVE TO FIND LESS ATTRACTVE RESIDENCES THAN IS THE CASE AT PRESENT WHICH WOULD SEVERELY AFFECT MORALE AT A POST WHERE SEVERE WEATHER AND LIMITED RECREATIONAL AND CULTURAL FACILITIES DICTATE THAT ONE SPENDS A GREAT DEAL OF TIME AT HOME. REDUCTION IN MOVING AND TEMPORARY LODGING ALLOWANCES WOULD MAKE SERVICE IN ICELAND MORE COSTLY, EXPECIALLY FOR STAFF MEMBERS. ANY CHANGES IN EDUCATIONAL ALLOWANCESWOULD CAUSE FAMILIES TO RECONSIDER THE PROFESSIONAL DESIRABILITY OF SERVICE HERE IN RELATION TO ITS EFFECT ON THEIR CHILDREN'S EDUCATONAL FUTURE.

TRAVEL ALLOWANCES ARE HIGH IN ICELAND AS THIS IS A HARSHIP POST WITH AN AUTHORIZED R&R TO ROME FOR EVERY EMPLOYEE WHO SERVES A MINIMUM OF TWO YEARS. SOME ECONOMIES COULD BE ACHEIVED BY CUTTING BACK ON IN-COUNTRY TRAVEL FUNDS, BUT THESE FUNDS ARE ALREADY MODEST.

OTHER AREAS OF THE EMBASSY BUDGET DO NOT LEND THEMSELVES EASILY TO REDUCTION BECAUSE OUR CURRENT LEVEL OF SPENDING DELIBERATELY RELECTS ONLY WHAT IS ABSOLUTELY NECESSARY TO PROVIDE ADEQUATE SUPPORT AND TO MAINTAIN THE PROPER WORKING ENVIRONMENT FOR CARRYING OUT US GOALS IN ICELAND. THUS, THE EMBASSY PROMPTLY RETURNED \$22,000 TO EUR/EX WHEN THE ICELANDIC KRONUR WAS

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DEVALUED IN FEBRUARY 1978. WE HAVE HELD OUR REQUESTS FOR INCREASED FUNDING TO A MINIMUM AND AT LEVELS SUFFICIENT ONLY TO COVER ANTICIPATED INCREASES DUE TO INFLATION AND PERSONNEL CHANGES.

THE ONLY AREA IN WHICH SAVINGS COULD POSSIBLY BE EFFECTED WOULD BE TO PURCHASE PROPERTY RATHER THAN TO CONTINUE TO PAY HIGH RENTS. IF CUTS WERE EXACTED IN THE AREAS OF REPRESENTATION, ADMINISTRATIVE OPERATIONS, ETC., BECAUSE OF OUR SMALL SIZE, WE WOULD BE FORCED TO CURTAIL ESSENTIAL SERVICES AND ACTIVITIES DIRECTLY RELATED TO OUR POLICY GOALS. IF OUR BUDGET WERE LEFT INTACT, WE COULD CONTINUE TO FUNCTION AT A LEVEL CONSISTENT WITH OPERATING EFFECIENCY, STAFF MORALE, AND OUR OVERALL POLICY GOALS.

II. EVALUATION OF GOALS, OBJECTIVES, AND RESOURCE MANAGEMENT OF OTHER AGENCIES.

(USICA IS THE ONLY OTHER USG AGENCY AT POST)

A. USICA

USICA REYKJAVIK PLAYS AN ESSENTIAL AND THOROUGHLY INTEGRATED ROLE IN THE ACHIEVEMENT OF AGREED US GOALS AND OBJECTIVES FOR ICELAND. THE PRIORITY OBJECTIVIES SET FORTH IN ICA REYKJAVIK'S COUNTRY PLAN CLOSELY PARALLEL THESE GOALS. ICA PROGRAMS PROVIDE KEY SECTORS OF ICELANDIC SOCIETY WITH A DIMENSION OF THE UNITED STATES DISTINCT FROM THAT REPRESENTED BY THE PRESENCE OF THE LARGE US-MANNED NATO BASE AT KEFLAVIK. ICA PROGRAMS THEREBY HELP TO COUNTER THE TENDENCY OF MANY ICELANDERS TO VIEW THE UNITED STATES ONLY IN MILITARY/STRATEGIC TERMS RATHER THAN AS A VITAL, MULTI-FACETED SOCIETY.

SPECIFIC ICA PROGRAMS INCLUDE THE ADMINISTRATION OF THE

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MISSION'S SUCCESSFUL INTERNATIONAL VISITOR'S PROGRAM,
AN ANNUAL NATO TOUR FOR POLITICAL AND MEDIA LEADERS
(THE MOST RECENT OF WHICH WAS COMPOSED OF THE SIX MAYORS
FROM THE TOWNS SURROUNDING THE US-MANNED NATO BASE),
THE DEVELOPMENT OF GROGRAMS FOR VISITING SPEAKERS,
SPECAIL VTR AND FILM SHOWINGS, ENGLISH LANGUAGE
TEACHERS' SEMINARS, AND SPONSORING OR CO-SPONSORING
CULTURAL EVENTS. ICA ALSO MAINTAINS AN 8,000
VOLUME LIBRARY WITH AN ACTIVE OUTREACH PROGRAM. THE
LIBRARY IS VERY POPULAR AMONG ICELANDERS.

SINCE THE ICA STAFF OF TWO OFFICERS AND SIX FSL'S
IS FULLY UTILIZED, ANY CUTBACK IN PERSONNEL OR
BUDGETARY RESOURCES WOULD REQUIRE CURTAILMENT OR CESSA-
TION OF SOME OF THE IMPORTANT AND HIGHLY VISIBLE INFORMATION-
AL, EDUCATIONAL, AND CULTURAL PROGRAMS MENTIONED ABOVE
THESE PROGRAMS PLAY A SIGNIFICANT ROLE IN THE ACHIEVEMENT
OF ALL ASPECTS OF US GOALS AND OBJECTIVES IN ICELAND.

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B. AMBASSADOR'S ASSESSMENT OF USG ACTIVITES OF LEAST
IMPORTANCE TO THE ATTAINMENT OF MISSION GOALS
THE FOLLOWING ACTIVITIES CONTRIBUTE THE LEASE
IN TERMS OF THE ATTAINMENT OF AGREED MISSION GOALS AND
OBJECTIVES; THEY ARE LISTED IN DESCENDING ORDER OF
IMPORTANCE:

- (1) PORTIONS OF MEDIA PLACEMENT PROGRAM
- (2) MOST ASPECTS OF TRADE PROMOTION

(3) PORTIOS OF THE POLITICAL AND ECONOMIC ALERT OR
SPOT REPORTING PROGRAMS.

NONE OF THESE ACTIVITIES IS MARGINAL; ALL CONTRIBUTE
TO THE ATTAINMENT OF ONE OR MORE ASPECTS OF OUR TWO
BASIC GOALS AND OBJECTIVES. HOWEVER, GIVEN OUR
OVERALL PRIORITIES AND REQUIREMENTS, THESE ITEMS
DO TEND TO FALL INTHE LOWEST TEN PERCENT. IN SOME
CASES CURTAILMENT RATHER THAN A CESSATION OF THE
ACTIVITY WOULD TAKE PLACE IF OUR RESOURCES IN ICELAND
WERE REDUCED.

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